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Draft country programme document for Uganda (2006-2010)*

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* The compilation of data required to provide the Executive Board with the most current information has delayed the submission of the present report.

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Introduction

1. The draft country programme document (CPD) 2006-2010 is based on Uganda's priority needs and challenges identified in the 2004 common country assessment (CCA) and subsequently, the United Nations Development Assistance Framework (UNDAF). It is anchored in the Government's national development strategy, the Poverty Eradication Action Plan 2004-2010, which incorporates the Millennium Development Goals (MDGs). The CPD is the result of extensive consultations culminating in a validation workshop involving senior government officials, civil society organizations (CSOs) and United Nations agencies. It takes full cognizance of the current Multi-Year Funding Framework 2004-2007 (MYFF) reviewed and approved by the Executive Board.

I. Situational analysis

2. Uganda is a small landlocked country with a population of 23.4 million (2002), a per capita income of about US $330 and approximately 230,000 refugees from its neighbouring countries. Economic reforms over the last decade resulted in an impressive economic growth of 6 per cent average across many sectors over the period 1992-2000, and the proportion of Ugandans living in absolute poverty declined from 56 per cent in 1992 to 35 per cent in 2000. Uganda is also the first country to benefit from debt relief under the Heavily Indebted Poor Country (HIPC) Initiative reaching the completion point in 2000. In spite of this "successful" economic performance, the CCA identifies the challenges and priorities.

3. Eradication of extreme poverty (Goal 1) is still a major challenge in Uganda with 38.8 per cent of the population living below the national poverty line. There are, however, significant regional variations with the conflict-affected northern region having the highest rate of 63 per cent. In terms of human development the country is ranked 147 out of 175 countries (Human Development Report 2004).

4. In striving to achieve the MDG on Universal Primary Education (Goal 2), the Government has increased primary school enrolment. The net enrolment more than tripled from 2.3 million children in 1996 to 7.5 million in 2004 with an estimated average net enrolment ratio of 86 per cent. Gender parity has also been nearly achieved.

5. With regard to gender equality (Goal 3), analysis shows that women's output is not properly valued, especially in rural areas. Gender inequality is also evidenced in women's and men's relation to the law, as embodied in the legal texts, and in terms of access to justice. Inequality of rights within households continues to be a major drawback to women's social and economic advancement.

6. Concerning reduction of child mortality (Goal 4) and improvement of maternal health (Goal 5) issues, Uganda had high rates of infant mortality of 88.4 per thousand and under-five mortality of 152 per thousand in 2000/20001, although the immunization coverage has increased from 58 per cent in 1995 to 72 per cent in 2003 through concerted efforts by all stakeholders. The current maternal mortality rate of 505/100,000 live births means that Uganda is currently losing 6,000 women per year owing to pregnancy-related causes. Overall, the high population growth rate of 3.4 per cent per annum is putting pressure on social infrastructure and therefore compounding the other factors impeding timely achievement of Goals 4 and 5.

7. In its over 20-year-long experience in combating HIV/AIDS (Goal 6), Uganda has seen the prevalence of HIV fall from an average of 18 per cent in 1992 to 6.2 per cent in 2004. The most immediate cause of infection remains unprotected heterosexual transmission immediately followed by mother to child transmission. The other major challenge is the growing number of orphans estimated to be more than 2 million children. One of the other challenges is to ensure the effectiveness of the various interventions with the fight against HIV/AIDS, malaria and tuberculosis.

8. In Uganda, environmental sustainability (Goal 7) also remains a challenge. Soil is losing its fertility through erosion, population pressure and inappropriate farming practices. Similarly, forest and associated savannah woodlands and bush are significantly degrading with an estimated annual loss of three tonnes/hectares. The growing need for energy is primarily covered by wood; it is used as fuel in over 90 per cent of households, posing a major threat to the biomass and forest coverage.

9. Access to safe water and sanitation, on the other hand, has improved on average in Uganda: the rural safe water coverage has increased from 24 per cent in 1992 to 55 per cent in 2003/2004. The MDG target of 62 per cent access to safe water has already been achieved in urban areas and

should be attainable for the country as a whole by 2015, although regional disparities are still strong.

10. The global partnership for development (Goal 8) emphasizes the need for good governance and transparency. In terms of governance, the democratization process in Uganda has made reasonable headway during the past 19 years since the National Resistance Movement (NRM) came into power. Democratic referenda and elections have been held, most notably, election of the Constituent Assembly in 1994 that formulated the 1995 Constitution, a referendum on political systems in 2000 and two presidential, parliamentary and local council elections (1996 and 2001). The 1995 Constitution has been under review since 2001. Presidential and parliamentary elections are scheduled for 2006 after a referendum to be held towards the end of 2005 on changing the Constitution, which will allow for multiparty politics. Democratization processes still face major challenges, including corruption and abuse of office, human rights violations, especially in conflict areas, and limited capacity for planning at the national, district and lower levels.

11. Regional disparities in achieving the MDGs are amplified by the prevailing security and humanitarian situation in northern Uganda. The situation is characterized by the insurgency of the Lord's Resistance Army (LRA) in the northern districts and cattle rustling in Karamoja. The LRA's attacks have uprooted more than 1.6 million people into internally displaced persons camps, which reached its peak during the period June 2003–March 2004. Cattle rustling has worsened over the years, fuelled with increased inflow of illicit small arms. Land mine contamination increasingly poses a threat to the civilian population in northern Uganda

II. Past cooperation and lessons learned

12. Under the second country cooperation framework, UNDP resources were largely allocated to two thematic areas:

(a) *Good governance*. Support was provided for poverty analysis and poverty monitoring, capacity-building for decentralization and local governance, promotion of transparency and accountability, as well as promotion of human rights. The Inspectorate of Government was strengthened to fulfil its mandate of fighting corruption, resulting in an increased number of investigations and prosecutions. Reporting and investigation of human rights abuses improved owing to the strengthened Uganda Human Rights Commission, and Parliament was enabled to play a critical role in the democratic transition phase in Uganda.

(b) *Income generation/sustainable livelihoods*. Support was provided for institutional capacity in business skills development, microfinance development and the general promotion of small-scale enterprises as a means to generate employment and income. The enabling environment for microfinance activities improved and capacities of microfinance institutions were enhanced. Additionally, UNDP spearheaded the revision of the Poverty Eradication Action Plan by effectively engaging civil society and other stakeholders, resulting in the inclusion within the Action Plan of the concept "human development" and in the creation of a "third pillar" MDG on conflict, security, and disaster management.

13. Shortcomings were experienced in the second CCF. The guiding principles and strategy of the second CCF were not always systematically reflected in associated programmes and projects. Guidelines for mainstreaming cross-cutting issues and the mechanisms for tracking progress and impact were practically difficult to implement.

14. Specific lessons learned, among others, include: (a) the need to maintain the conceptual framework of the country programme during the lifespan of the programme to ensure consistency and focus but with a certain degree of flexibility that will allow for adjustments if the situation requires; (b) the results-based management approach should be supported with a strong monitoring and tracking effort in order to ensure capturing of results; and (c) outcome evaluations are critical in the formulation of the country programme strategy and should be undertaken well in advance to inform formulation of the next country programme.

III. Proposed programme

15. The UNDP 2006-2010 programme is based on the lessons learned during the previous programming period, as well as on the analysis arrived at in the 2004 CCA. As such, the programme aims to contribute to the realization of the Poverty Eradication Action Plan

for timely achievement of the MDGs as articulated in the UNDAF for the period 2006-2010.

16. Within this context, UNDP Uganda, in collaboration with the Government of Uganda and other stakeholders, has identified three key programmatic areas, namely, poverty reduction, democratic governance, and crisis prevention and recovery. Particular attention will be accorded to these cross-cutting concerns: gender, HIV/AIDS, environment, and applying a rights-based approach.

A. Building capacity to reduce poverty

17. Under this programme area, UNDP will concentrate on scaling up policy advice, coordination, and monitoring in support of the efforts of the Government of Uganda to achieve the MDGs. UNDP will also seek to tackle local poverty directly through the promotion of microfinance and small and medium-scale enterprises (SMEs). In addition, UNDP will support government efforts to raise incomes, food security and welfare of households and communities through sustainable utilization and conservation of the environment and natural resources.

1. MDG country reporting and poverty monitoring

18. UNDP will continue to support the Government of Uganda in implementing the Poverty Eradication Action Plan through policy dialogue, poverty monitoring and MDG country reporting and the production of the National Human Development Report. Particular emphasis will be laid on analytical work on pro-poor macro-economic policies and other pro-poor policy reforms and strategies that will accelerate the achievement of the MDG targets. UNDP will assist in improving delivery for available resources towards MDGs.

2. Improved impact of available resources to fight HIV/AIDS

19. UNDP will work with relevant government institutions, the co-sponsors of UNAIDS, and other partners, to improve the impact of available resources to fight HIV/AIDS. UNDP will bring to bear lessons learned and best practices from elsewhere to support the efforts of the Government of Uganda to increase the efficiency of the national HIV/AIDS response.

3. Local poverty initiatives, including microfinance

20. Building on the successes of the private sector development programme and the International Year of Microcredit (2005), this component will focus on support for policy and regulatory reforms for micro-small and medium-scale enterprises (MSMEs), enterprise promotion and development of potential and existing MSMSEs.

4. Energy and environment for sustainable development

21. UNDP will support the Government of Uganda to integrate environmental concerns, including disaster risk reduction strategies into national poverty reduction policies, strategies and planning processes at the central and local levels. Specific to energy, UNDP will support increased access to modern, affordable and reliable energy services by the rural poor. Special attention will be given to energy and environmental concerns in internally displaced persons camps in northern Uganda.

B. Promotion and consolidation of democratic governance

22. UNDP will focus on the following three issues: capacity-building for the implementation of the African Peer Review Mechanism/New Economic Programme for African Development (APRM/NEPAD) component in Uganda; support for the deepening of the democratic process and strengthening democratic institutions; and promotion of transparency and accountability through the rights-based approach.

1. Support to the implementation of the APRM/NEPAD

23. The key elements of governance enshrined in the APRM will take considerable prominence and thus influence all governance-related activities in the country. Support will be provided to the National Planning Authority and other relevant institutions,

including CSOs, in the implementation of the APRM. It is expected that the APRM will serve to cement national consensus on governance priorities.

2. Deepening the democratic process and strengthening democratic institutions

24. This component will primarily aim at further developing the capacity of Parliament to play its constitutional role in support of the democratic process in Uganda. It will be anchored in the overall framework of the Investment Plan for support to Parliament agreed upon with the Parliamentary Working Group. In addition, assistance to local government will be scaled up to roll out participatory planning at the local level. UNDP will give special attention to integration of environment, HIV/AIDs and gender concerns in this regard.

25. This component will also include the promotion of human rights. Emphasis will be placed on building the capacity of national bodies, including the Uganda Human Rights Commission, to report to United Nations human rights treaty bodies and implement their recommendations with particular reference to the rights of marginalized and vulnerable groups such as internally displaced persons, illiterates, children, the elderly and people with disabilities.

3. Transparency and accountability

26. This component will enhance the culture and practice of transparency and accountability in the conduct of public affairs. Following on from the second CCF, UNDP will do this primarily through capacity-building for national institutions that promote these two dimensions of democratic governance. Particular support will be provided to the Office of the Inspector General of Government to enhance its capacity to promote and foster strict adherence to the rule of law, to enforce the Leadership Code, and to fight corruption, as well as building capacity for procurement at the central and local government levels. In addition, the Department of Ethics and Integrity will be supported throughout the rollout of the ethics strategy developed under the second CCF.

C. Support to conflict prevention, resolution and recovery

27. From the MDG perspective, the situation in the conflict-affected areas is worsening the regional disparities significantly as evidenced in the situation analysis. The overall objective of this component, therefore, is to reduce the regional imbalance in terms of achieving the MDGs through the creation of an enabling environment for peace and the resettlement, reintegration, and socio-economic recovery of conflict-affected populations and host communities. Within this context, UNDP will concentrate its efforts on the three components described below.

1. Human security, peace-building and reconciliation

28. This component will contribute to increasing human security and promoting the conditions for recovery and development. This will be done through implementation of a number of key activities. The first activity is in support of the disarmament, demobilization and reintegration of LRA ex-combatants. UNDP will support the Government of Uganda and other development partners to increase human security in Karamoja by linking voluntary disarmament initiatives with longer-term development plans. Thirdly, UNDP will assist the Government of Uganda to address the proliferation of illicit small arms and land mine contamination. UNDP will support the Uganda Human Rights Commission, Acholi traditional and religious leaders and CSOs in their peace-building and reconciliation activities.

2. Supporting community-based reintegration of internally displaced persons

29. UNDP support under this component will be at three levels: community, district and national. At the community level, UNDP will engage in social mobilization and working directly with the affected communities to implement skills development, income-generating and reintegration programmes for internally displaced persons in camps and areas of return. At the district level, UNDP will provide technical assistance to the conflict-affected districts to ensure that reintegration of internally displaced persons is included in their recovery and development plans based on participation from the communities. At the national level, UNDP will provide critical advisory

support to the Office of the Prime Minister to implement the national internally displaced persons policy and assist in formulating an integrated framework for recovery in northern Uganda.

3. Addressing gender dimensions of the conflict

30. Although gender is cross-cutting in all the components, the peculiar nature of gender concerns in the internally displaced persons camps warrants the need to build a strong coalition for a cohesive and comprehensive gender programme to address the particular situation of women, girls and the vulnerable groups. In this direction, UNDP will work closely with UNIFEM, UNICEF and UNFPA and in collaboration with UNHCR to support a programme of response to the widespread sexual and gender-based violence in northern Uganda.

IV. Programme management, monitoring and evaluation

31. The Ministry of Finance coordinates all external aid and has overall responsibility for the coordination of the UNDP country programme, which is nationally executed. Within the Ministry, the Aid Liaison Department is the designated counterpart of UNDP. To enhance collaboration, UNDP will further strengthen the Aid Liaison Department's capacity and that of CSOs to ensure smooth implementation of the proposed programme.

Partnership strategy

32. Partnership strategies which will be crucial for implementing the country programme include collaborative and joint programming, provision of technical assistance, consolidation or achievement of synergies, using limited UNDP resources as seed money to leverage basket funding and/or sector- wide approaches to gather multiplier effect dynamics, with resourceful bilateral or multilateral development partners in the donor community and the United Nations system. Other strategic partners include government departments and institutions, United Nations specialized agencies, NGOs, CSOs, the private sector, and training and research organizations.

Monitoring and evaluation

33. Within the context of the Poverty Eradication Action Plan, the Government of Uganda has implemented significant policy and reform initiatives related to a number of important monitoring and evaluation areas.

34. In this context, monitoring and evaluation of the country programme will be designed in line with national monitoring and evaluation developments, including refinement of the monitoring and evaluation function within the UNDP Country Office to further enhance attainment of CPD objectives, while capacity for reporting and monitoring on MDG progress will be built with the involvement of various national stakeholders including the Ministries of Finance, Gender, CSOs and academia. The UNDP Country Office will develop an evaluation plan that will facilitate undertaking mid-term outcomes evaluations during the programme period in line with the UNDAF monitoring and evaluation plan.

Annex. Results and resource framework for Uganda (2006-2010)

MDG Goals: 1, 4, 5, 6 and 7,
National priori y or goals: Poverty Eradication Action Plan (PEAP): Pillar 2. Enhancing production, competitiveness and income
PEAP: Pillar 5. Strengthening human development
HIV/AIDS is a cross-cutting issue in the three programme areas and in all five pillars of the UNDAF:
Target for the Revised National Strategic Framework for HIV/AIDS activities in Uganda:
National HIV prevalence reduced by 25% as stipulated in the National Strategic Framework.
Intended UNDAF outcome 1. Increased opportunities for people, especially for the most vulnerable, to access and utilize quality basic services and realize sustainable employment, income generation and food security
Intended UNDAF outcome 4. Individuals, civil society, national and local institutions are empowered and effectively address HIV and AIDS, with special emphasis on populations at higher risk

Programme component	**Country programme outcomes, including outcome indicators, baselines and targets**	**Country programme outputs**	**Output indicators, baselines and targets**	**Role of partners** (The list should focus on strategic partnership for the achievement of the outcome.)	**Indicative resources by goal** *(thousands of $)*
MDG reporting and poverty monitoring	**Outcome:** Pro-poor policies progressively reflected in the national budget **Indicator:** Rate of achievement of the individual MDG targets	MDG reports and National Human Development Report produced and disseminated to inform policy process	**Indicator:** MDG report and NHDR produced **Target:** MDG report every two years, NHDR every year	**Government** (Ministries of Finance, Planning and Economic Development; Gender; and Labour and Social Development **NGOs/CSOs/private sector, trade unions and workers' associations:** Participation in planning exercises **ILO, FAO, IFAs and WFP:** Participation in technical support for district planning and budgeting process	**Regular resources: 2 500** **Total: 2 500**
Improved impact of available resources to fight HIV/AIDS Reduced vulnerability to HIV/AIDS among groups at risk in urban areas	**Outcome:** 1) National AIDS response is more effective and efficient 2) Further decline in HIV infection in urban areas **Indicator:** Level of resources reaching the HIV/AIDS-affected population Number of reported HIV/AIDS cases in urban environments	Effective and efficient resource management created and adequately supported Capacity of urban authorities further enhanced to mainstream HIV/AIDS in their development frameworks and programmes/budgets	**Indicator:** Delivery rate of AIDS resources **Target:** Delivery rate improved by 50% **Indicator:** Number of urban authorities mainstreaming HIV/AIDS in development frameworks and programmes/budgets	**Government (Ministries of Finance and Economic Development; Health; Uganda AIDS Commission:** Provide technical assistance, support coordination, quality control, and service delivery. **NGOs/CSOs/private sector:** Provide technical assistance, support coordination, quality control, service delivery, community mobilization **UNAIDS:** Continued support to the decentralized HIV/AIDS response	

Local poverty initiatives	**Outcome:** Enabling policy and regulatory environment for MSMEs improved **Indicator:** Growth in number of MSMEs	Revised and improved policy and legislative framework to promote MSMEs produced and submitted to cabinet for approval Entrepreneurs trained in entrepreneurship development	**Baseline:** Uganda MSE Forum established in 2004 as a platform for MSME policy dialogue **Indicator:** Draft MSME policy and regulations prepared Number of entrepreneurs trained and operating **Target:** 150 entrepreneurs trained annually	**Government** (Ministries of Finance, Planning and Economic Development; Gender; and Labour and Social Development **NGOs/CSOs/private sector** play advocacy and facilitating role	**Regular resources: 5 000** **Other resources: 2 000** *(Of which: CDF: 1 500* *Bilateral: 500)* **Total: 7 000**
Energy and environment for sustainable development	**Outcome**: Principles of sustainable development integrated into country policies strategies and loss of environmental resources reversed **Indicator:** Number of global environmental convention targets achieved	PEAP and District Development Plans and Strategies fully incorporate and address environmental concerns	**Indicator: 1)** Number of National and District plans and strategies that incorporate environmental concerns. 2) Number of interventions (including GEF) addressing environmental concerns at the national and lower levels. **Target:** At least 2 national policies and 10 district development plans/strategies fully incorporate and address environmental concerns	**Government** (Ministries for Energy, Lands, and Environment, and Agriculture as well as National Environment Management Authority (NEMA) and **CSOs** will play implementing and advocacy roles	**Regular resources: 1 000** **Other resources:** **GEF: 10 000** **Total: 11 000**
MDG Goal 8 **National priority or goals:** PEAP Pillar 4: Strengthening governance **Intended UNDAF outcome 2.** Good governance, accountability, and transparency of government and partner institutions improved at all levels					
Support to the implementation of the NEPAD/APRM	**Outcome:** National consensus on democratic governance priorities **Indicator:** African Peer Review Mechanism recommendations implemented	Strengthened capacity of the National Planning Authority to monitor implementation of NEPAD/APRM recommendations	**Indicator:** APRM secretariat fully functional **Target:** Number of APRM recommendations implemented Secretariat fully staffed in 2006	**Government** will play a leading and facilitating role. The **NGOs/CSOs** will partner for advocacy and implementing roles **Bilateral donors** will play a monitoring and financing role through basket funding and the Donor Technical Group	**Regular resources: 1 000** **Other resources: 1 000** **(bilateral donors)** **Total: 2 000**
Deepening the democratic process and strengthening democratic institutions	**Outcome:** Parliament is able to fully exercise its oversight and legislative role to	MPs both sitting and newly elected fully aware of their	**Indicator:** Number of new MPs trained **Target:** All new MPs trained	**Government** through the Ministry of Justice and Constitutional Affairs, Parliament, and the Ministry of Local	**Regular resources: 3 100** **Other resources: 500** **(bilateral donors)**

	safeguard the democratic process **Indicator:** The political transition process is successfully completed in conformity with the Constitution	responsibilities and exercise their roles Strengthened capacity of Uganda Human Rights Commission to design and implement the National Human Rights Action Plan The capacity of Ministry of Local Government further strengthened to deepen and widen participatory development management initiative	within a period of two years **Indicator**: National Action Plan designed and adopted **Indicator:** Number of districts covered under the PDM modality	Government are the main stakeholders. The independent **Electoral Commission** partners on advocacy and implementing roles and the **NGOs/CSOs** partner for monitoring, advocacy and implementing roles. **Bilateral donors** will be development partners in support of the democratic process	**Total: 3 600**
Transparency and accountability	**Outcome:** Strong culture and practice of transparency and accountability in the conduct of public affairs **Indicator:** Enforcement of the Leadership Code and adherence to the rule of law	The capacity of the Inspector General of Government and other institutions (DEI and PPDA) is further strengthened	**Indicator:** Number of cases investigated and successfully prosecuted Number of property declarations by leaders verified **Target:** 20% increase in quality investigations	**Government** through the Department of Ethics and Integrity and the Public Procurement and Disposal of Public Assets and **bilateral donors** through the Accountability and Procurement working groups	**Regular resources: 5 000** **Other resources: 2 000** **(government cost-sharing)** **Total: 7 000**
MDG Goals 1 ,2, 6 ,7 and 8 **National priority or goals:** PEAP Pillar 3: Strengthening security, conflict resolution and disaster management **Intended UNDAF outcome 5.** People affected by conflict and disaster, especially women, children and other vulnerable groups, effectively participate in and benefiting from planning, timely implementation, monitoring and evaluation of programmes					
Human security, peace- building and reconciliation	**Outcome:** Peaceful environment conducive to the return, resettlement, and reintegration of conflict-affected populations **Indicator:** Number of conflict-affected people resettled and reintegrated in peaceful environment	Reduction of illicit small arms and light weapons (SALW) in circulation, mapping demarcation and clearing of landmines and Unexploded Ordnance (UXO) Build capacity for alternative traditional mechanisms for	**Indicator:** Number of SALW destroyed, number of landmines cleared **Target:** 40,000 guns destroyed; 1,000 landmines cleared or mapped **Target:** 200,000 household successfully reconciled and resettled	**Government** (Ministry of Interior, Ministry of Defence, Ministry of Health, Ministry of Local Government, Office of Prime Minister) **Amnesty Commission** **National Focal Point for SALW,** **NGOs/CSOs:** Traditional and religious leadership institutions	**Regular resources: 1 300** **Other resources: 1 500** *(Of which* *Bilateral donor: 500* *UNFA: 1 000)* **Total: 2 800**

		conflict resolution and peace- building.			
Community-based reintegration of internally displaced persons	**Outcome:** Conflict-affected internally displaced populations resettled, returned and reintegrated **Indicator:** Number of internally displaced persons, host communities and reporters (ex-combatants) returned, resettled and reintegrated	Office of the Prime Minister and local authorities empowered and capacitated to coordinate the implementation of the internally displaced persons policy, including the return and resettlement of reporters	**Indicator:** 1) Office of Prime Minister plays strong coordinating role 2) District Disaster Management Committees are fully functioning **Target:** 7 District Disaster Management Committees supported	The Office of the Prime Minister will play the coordinating role. United Nations agencies, NGOs, and bilaterals contribute in the formation and implementation of the plans	**Regular resources: 1 500** **Other resources: 6 000** **(bilateral donors)** **Total: 7 500**
Addressing gender dimensions of the conflict	**Outcome:** Sexual and gender-based violence reduced **Indicator:** Number of complaints registered	National strategy to combat sexual and gender-based violence adopted. Districts capacitated on issues related to protection and human rights	**Indicator:** Number of women and girl mothers assisted **Target:** 500 women benefit annually from the programme	Ministries of Gender and Labour, UNIFEM, UNDP, and other United Nations agencies together with civil society play policy and implementing roles	**Regular resources: 200** **Other resources:** **UNIFEM: 1 000** **Total: 1 2000**